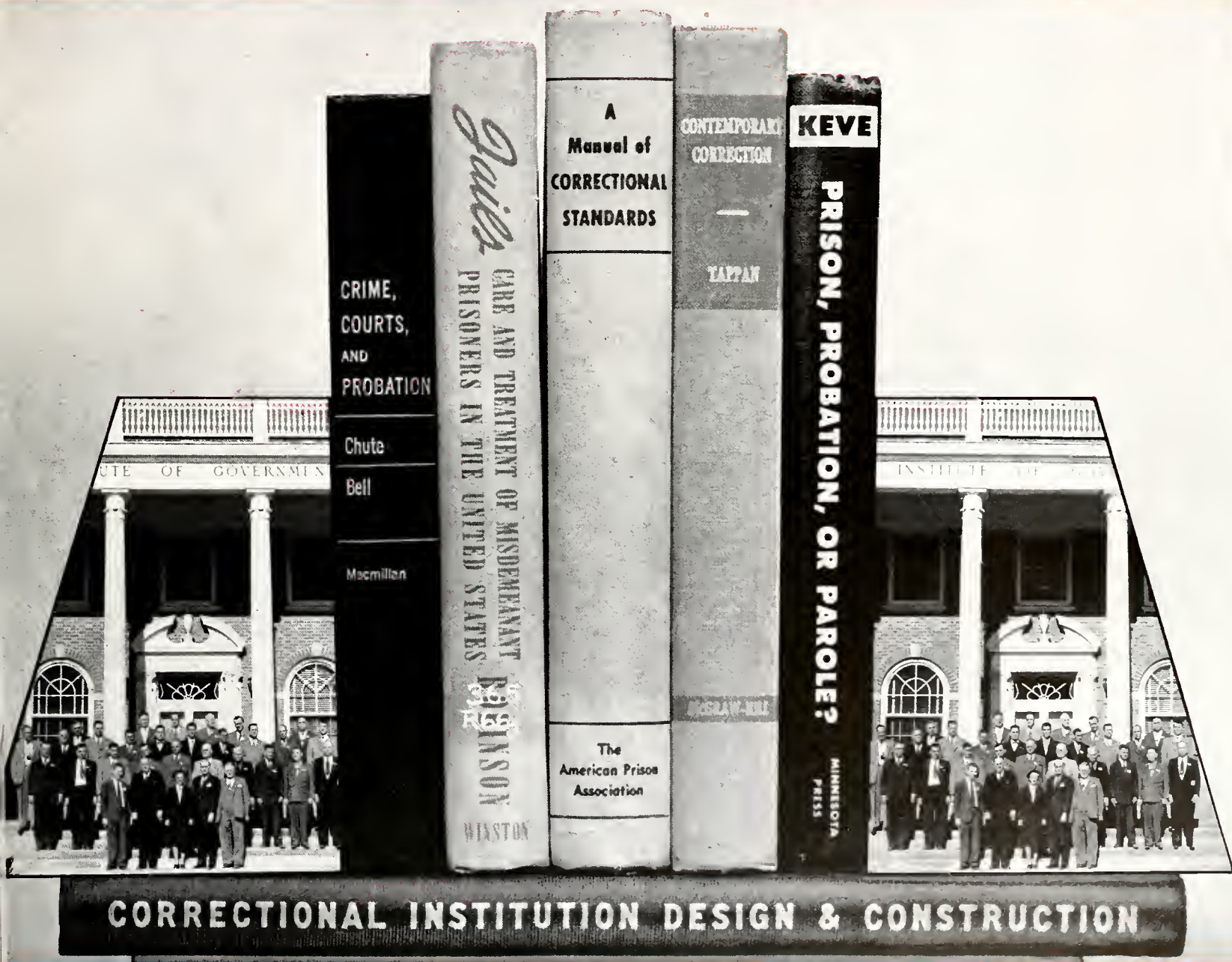


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COVER

Our cover this month reflects the theme of this issue—which is built around the regional conference of the National Jail Association to be held at the Institute of Government next month.

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THE CLEARINGHOUSE

15 N. C. Counties Use Voting Machines

Twenty-nine North Carolina counties contain municipalities or parts of municipalities with population clusters of 10,000 or more. In the recent primary 11 of these counties used voting machines in varying numbers. Four counties without similar concentrations of voters also made use of machines. Reports received by the State Board of Elections show that about 427 voting machines were put to use in this state in May. Buncombe and Lenoir are the latest counties to adopt this method of voting. Forsyth County decided against using the machines this year, although it tried them in 1954.

A list of counties using voting machines follows, together with an indication of the number of machines used in each this year: Buncombe, 145; Columbus, 5; Cumberland, 4; Durham, 70; Edgecombe, 10; Guilford, 17; Johnston, 15; Lee, 10; Lenoir, 24; Mecklenburg, 12; Polk, 4; Randolph, 4; Wake, 70; Wayne, 17; and Wilson, 20. These numbers make it clear that in most counties the voting machine is still being used on a trial basis.

Street Financing

According to a report just released by James S. Burch, Engineer of Statistics and Planning of the State Highway and Public Works Commission, North Carolina cities and towns spent some 33½ million dollars on their streets and allied activities in the fiscal year ending June 30, 1955. A breakdown shows:

Acquisition of right-of-way	\$ 722,371
Construction of streets	10,034,961
Maintenance of streets	8,468,936
Debt service (bonds and notes)	4,321,907
Traffic control (including salaries of traffic officers, parking facilities, traffic lights and similar activities)	3,972,086
Other expenditures (including administration, street lighting and cleaning, storm sewers, etc.)	5,811,407

Grand total \$33,331,662

How did the municipalities finance these expenditures? The report indicates that local revenue sources, in-

THANK YOU

The Institute of Government wishes to express its thanks to the Wayne County Board of Commissioners for a recent gift to the Institute library of an extensive collection of North Carolina Session Laws, House and Senate Journals, North Carolina Collected Documents, and American Law Reports. The gift was arranged through County Accountant C. Bryan Aycock.

cluding general fund tax sources, special assessments, and other revenues accounted for \$19,194,631 of the needed funds. Next in importance was aid from the state government which totaled \$10,725,395. Of this

amount, \$5,717,578 represented payments to the municipalities of Powell Bill funds while the remaining payments were for construction and maintenance of streets which are included in the state highway system. The sale of bonds and notes brought in \$2,360,537 and aid from the federal government added another \$1,051,063.

While state and federal aid increased as compared with the previous year, the report shows that the use of special assessments also increased. (See the May issue of POPULAR GOVERNMENT for discussion of special assessment policies in North Carolina cities with populations of 10,000 and above). Receipts from street assessments in fiscal 1955 were \$2,200,498, a 13 percent increase over 1954.

BOND SALES

From January to May 1956, the Local Government Commission sold bonds for the following governmental units. The unit, the amount of bonds, the purpose for which the bonds were issued, and the effective interest rates are indicated.

Unit	Amount	Purpose	Rate
Beaufort County	\$ 310,000	School building & hospital	2.64
Burke County	1,000,000	School building	2.90
Cabarrus County	107,000	Refunding	2.58
Cleveland County	1,500,000	School building	2.49
Edgecombe County	30,000	Refunding	2.10
Lee County	1,367,000	School and county building	2.86
Mecklenburg County	3,000,000	School building	2.42
Orange County	34,000	School building	2.25
Randolph County	113,000	School building & refunding	2.38
Sampson County	111,000	School building & refunding	2.68
Wayne County	2,368,000	School building & refunding	2.79
Albemarle	59,000	Sanitary sewer	2.32
Angier	40,000	Town hall	3.64
Dallas	30,000	Sanitary sewer	3.45
Elm City	10,000	Street improvement	3.18
Greensboro	2,650,000	Water, sewer, and misc.	2.67
High Point	250,000	Land acquisition	2.07
Lexington	1,254,000	Water and sewer	2.85
Morganton	750,000	Sanitary sewer	2.96
Murphy	338,000	Water and refunding	4.06
Roanoke Rapids	160,000	Recreation facilities	2.83
Rocky Mount	1,000,000	Water and sewer	2.69
Southern Pines	150,000	Water and sewer	3.22
Tarboro	552,000	Water & public improvement	2.95
Thomasville	850,000	Water and sewer	2.88
Whiteville	199,000	Water and fire equipment	3.12
Wilson	1,775,000	Sewer, recreation & fire station	2.80
Ayden School District (Pitt County)	300,000	School building	3.02
Tryon Administrative Unit (Polk County)	175,000	School building	2.96

INSTITUTE SCHOOLS AND CONFERENCES

Probation Officers

The Institute of Government's first three-day school for the professional staff of the North Carolina Probation Commission will begin on July 18 and end on July 20. Director J. D. Beaty, Assistant Director Garland B. Daniel, Supervisor W. S. Burleson, and the entire staff of twenty-seven field officers will attend this school. Director Beaty has obtained the co-operation of the Superior Court Judges and of the other courts of record with criminal jurisdiction in arranging the work load of the probation officers so as to make possible full attendance at the school.

Tully McCrea, consultant for the National Probation and Parole Association, will conduct a part of the course. Lee Bounds, Assistant Director of the Institute of Government, will be in charge of the school. Good counselling techniques and proper case work procedure will be discussed as well as the legal and administrative problems of probation.

Clerks of Court

The 38th annual conference of the North Carolina Association of Superior Court Clerks will be held in Chapel Hill on July 5-7. The Carolina Inn will be the headquarters of the conference, with business sessions in the courtroom of the Law School.

Among the features of the program will be a discussion of clerks' problems relating to wills and the administration of estates by Professor Fred B. McCall of the U.N.C. Law School. A panel moderated by Joseph Shore, Guilford County Clerk, will discuss selected problems facing the clerk, based on response to questionnaires sent to all clerks by the Institute of Government. Other members of the panel will be A. W. Graham, Jr., of Granville County, William E. Church of Forsyth County, and J. Russell Nipper of Wake County.

Mr. Kemp S. Cate, Escheats Officer of the University of North Carolina, has given most generously of his time in assisting the Institute of Government with preparations for the conference. Royal Shannonhouse will be the Institute staff member in charge of arrangements.

Special arrangements have been



MUNICIPAL ADMINISTRATION COURSE

Above are shown 22 of the 24 city officials who successfully completed the second annual Municipal Administration Course on May 18. The course extended throughout the school year.

made to provide diversion for the Ladies' Auxiliary of the Association during the conference.

Municipal Administration

City manager H. E. Dickerson of Statesville and W. W. Adkins, director of utilities for Burlington, received the first annual George Cooper Franklin Awards for the most distinguished performances as students in the Institute of Government's in-service course in municipal administration this year. The prizes were awarded by Mayor George Dill of Morehead City and by Mrs. Franklin at the graduation exercises held on May 18 in Chapel Hill. Former mayor Benjamin Cone of Greensboro, chairman of the board of the Cone Mills Corporation, delivered the featured address at the exercises.

Twenty-four city officials from all over the state completed the 150-hour course, which was conducted on alternate weekends throughout the past school year. Among the subjects covered were general principles of administration, municipal finance, public personnel administration, planning, and municipal line functions

and policy. This was the second year in which the course had been given.

The George Cooper Franklin Award was established by the North Carolina League of Municipalities at its 1955 convention, in honor of its late general counsel who served the state and its local governments with distinction during the years from 1942 until 1954.

Graduates of the course in addition to Adkins and Dickerson were the following: T. L. Andrew, clerk-treasurer of Albemarle; N. R. Baker, Jr., assistant city manager and clerk of Reidsville; L. P. Benton, Jr., assistant city engineer of Goldsboro; C. M. Conway, city accountant of Greensboro; J. C. Coss, civil engineering student at N. C. State College; H. J. Gibson, assistant fire chief of Winston-Salem; R. L. Griffin, city traffic engineer of Durham; William Formyduval, graduate student at Chapel Hill; K. E. Gwyn, traffic sergeant of Winston-Salem; R. T. Hobbs, city manager of Graham.

Also G. R. House, Jr., formerly assistant to the city manager of Durham and present city manager of Emporia, Virginia; K. B. Johnston, secretary-treasurer and clerk of Ker-

(Continued on page 11)

INSTITUTE HOLDS REGIONAL MEETING FOR NATIONAL JAIL ASSOCIATION

Jail administrators from six southeastern states have been invited to attend a three-day jail management course in Chapel Hill July 11-13 under the joint sponsorship of the National Jail Association, the State Board of Public Welfare, and the Institute of Government. More than 40 federal, state, and local officials with widespread reputations in the field will participate on the program, which is expected to be the most outstanding ever offered in North Carolina.

Thomas A. Early, Inspector of Correctional Institutions for the North Carolina State Board of Public Welfare, will preside as President of the National Jail Association. V. L. Bounds, Assistant Director of the Institute of Government, is in charge of arrangements for the course.

History

This major conference is an outgrowth of eight years of work by the Institute of Government and North Carolina officials and of 18 years of development by the National Jail Association.

On February 17, 1948, an advisory committee of law enforcement officers and state officials met with Dr. Ellen Winston, Commissioner of the State Board of Public Welfare, and representatives of the Institute of Government for a discussion regarding the personal safety, welfare, and care of inmates of county and municipal jails and city lock-ups in North Carolina. Untrained personnel and inadequate facilities, poor food and unsanitary housekeeping, loose security and serious fire hazards, lack of clarity in the laws respecting responsibility for jail management, and lack of citizen interest in the jails were among the problems examined. Work was started on a set of proposed minimum standards for the jails in this state.

At a second meeting held on May 4, 1948, the advisory committee approved a set of jail standards and regulations to be recommended to jail administrators in North Carolina. These standards and regulations were used as a basis for classroom study and discussion in the first three-day course in jail management conducted by the Institute of Government in cooperation with the State Board of Public Welfare. On October 30, 1948,

OFFICERS NATIONAL JAIL ASSOCIATION

PRESIDENT

T. A. Early, Inspector, Correctional Institutions, Dept. of Public Welfare, N. C.

VICE-PRESIDENTS

Roy Casey, Chief Jail Inspector, U. S. Bureau of Prisons, Washington, D. C.

James L. Daniels, Warden, New Orleans City Prison, New Orleans, La.

Walter Riddle, Superintendent, City Jail, Danville, Virginia

Captain J. A. Thomson, Office of the Provost Marshal, AG Branch, Ontario, Canada

Martin E. Wyrick, Executive Secretary, Wisconsin Sheriffs & Deputy Sheriffs Assn.

EXECUTIVE COMMITTEE

Myrl E. Alexander, Assistant Director, U.S. Bureau of Prisons, Washington, D. C.

William S. Brent, Supervisor of Jails, Dept. of Welfare & Institutions, Richmond, Virginia

E. R. Cass, General Secretary, American Correctional Association, New York, N.Y.

Edgar R. Etter, Warden, Dayton Workhouse & Correctional Farm, Dayton, Ohio

Charles P. Price, Warden, Baltimore City Jail, Baltimore, Maryland

Dr. E. Preston Sharp, Executive Director, Philadelphia Youth Study, Philadelphia, Penn.

Roberts J. Wright, Assistant General Secretary, Prison Association of New York and American Correctional Association, New York

EXECUTIVE SECRETARY

Frank F. Kenton, Acting Warden, Federal Detention Headquarters, New York, N. Y.

TREASURER

Leon T. Stern, Executive Director of Commission on Detention of Prisoners, Philadelphia, Penn.

25 officials completed the course. Since then four more three-day courses in jail management have been held and many jail administrators have joined the ranks of the alumni of the Institute of Government.

The National Jail Association is ten years older than the Institute's jail management course series. The Association was organized in 1938 when a little group of jail administrators from about a dozen states got together at a meeting of the American Congress of Correction in St. Paul, Minnesota. These administrators decided that they would be helped by an organization formed "To band together all those concerned with or interested in the custody and care of persons awaiting trial, serving sentence, or otherwise confined in jails, with a view to improving the conditions and systems under which such persons are treated."

From the few founders the membership of the National Jail Association has grown to a total exceeding 1,000. This membership now includes judges, attorneys, architects and engineers, newspapermen, professors, social workers, and business men as well as jailers, matrons, wardens, superintendents, sheriffs, marshals, and other law enforcement officers and public officials. At its meeting last fall in Des Moines, Iowa, the Association elected as its President Thomas A. Early, Inspector of Correctional Institutions for the North Carolina State Board of Public Welfare.

The founders of the National Jail Association recognized from the first that improvements in jail standards would have to be brought about by those charged with the responsibility of administering jails and related institutions. Since most areas are without any local means for conducting training programs for jail personnel, the officers of the Association struck at the problem of raising standards by beginning to hold regional forums. As they have evolved, these forums ordinarily feature guided discussions designed to discover correct answers to common problems. Sheriffs, deputy sheriffs, jailers and others interested in jail administration from five or six states are invited to attend. Informal panel discussions, supplemented with skits, demonstrations, displays, and

other training aids, are used in lieu of formal speeches and prepared papers. Competent authorities drawn from the membership of the National Jail Association, from the Federal Bureau of Prisons, from the ranks of officials and civic leaders, and from the colleges and universities in the region of the forum participate as panel members; this diversity of background is sought to assure that problems will be examined from various viewpoints. Discussion from the floor is encouraged.

This basic pattern has been followed in regional forums of the National Jail Association held throughout the country with encouraging results. Improvements in local jail conditions and administrative practices have invariably followed the holding of an NJA forum. These improvements have been effected not only because those in attendance at forum sessions have acquired ideas and practical suggestions respecting their day-to-day problems but also because community interest and citizen concern for proper jail administration have been stimulated by the publicity on the forums.

As a long-time member, past Vice President, and present President of the National Jail Association, Thomas A. Early has attended and participated in many regional forums of the Association. As Inspector of Correctional Institutions for the North Carolina State Board of Public Welfare, he has played a major part in the development of the series of jail management courses conducted by the Institute of Government in cooperation with the State Board of Welfare. The identity of major objectives and the similarity of methods of the forums and Institute courses convinced him that a combined effort would be desirable. He had no difficulty convincing all concerned. The Institute of Government is pleased to join forces with the State Board of Public Welfare and the National Jail Association in offering a course in jail management that will also serve as a regional forum for the Association.

Program

The first topic scheduled for discussion on Wednesday afternoon, July 11th, is "How can officers and agencies concerned with jails work best together for jail improvements?" Boards of commissioners of the several counties, governing authorities of cities and towns, sheriffs, jailers, federal jail inspectors, officials of the state welfare and health departments, courts, grand juries, and law enforce-

ment officers at several levels have varying degrees of responsibility for or concern with jails. The legal powers and duties of these officers and agencies with respect to jails will be outlined and opportunities for cooperation and mutual aid in achieving their common goal of improved jail administration will be discussed. The panel for this topic will include Roy Casey, Chief Jail Inspector of the Federal Bureau of Prisons and Vice President of the National Jail Association; Wally Dunham, member of the Forsyth County Board of Commissioners and President of the N. C. County Commissioners Association; John Morris, Secretary-Treasurer of the N. C. Sheriffs' Association; Dr. J. W. R. Norton, Secretary-Treasurer of the N. C. State Board of Health and State Health Officer; Dr. Ellen Winston, Commissioner of the N. C. State Board of Public Welfare; and Martin E. Wyrick, Executive Secretary of the Wisconsin Sheriffs and Deputy Sheriffs Association and Vice President of the National Jail Association.

Topic two, also scheduled for Wednesday afternoon, is phrased, "What can be done to improve jail facilities?" The discussion will cover ways and means to make the most of existing plant and equipment, suggestions respecting the acquisition of needed new facilities, and essentials for functional planning. The panel will include William S. Brent, Supervisor of Jails of the Virginia Department of Welfare and Institutions; Ivan Creel, Jail Inspector of the Federal Bureau of Prisons; Thomas A. Early, Inspector of Correctional Institutions of the N. C. State Board of Public Welfare and President of the National Jail Association; Malcolm G. McLeod, Sheriff of Robeson County and President of the N. C. Sheriffs' Association; Charles P. Price, Warden of the Baltimore City Jail; and J. L. Williams, Architect-Engineer, Marion, Virginia.

Topic three, scheduled for Wednesday evening, is "How can jail administrators bring about better public understanding of their problems?" Avenues open, mistakes to avoid, and suggestions for success in public relations will be discussed. Panel members will include Col. William F. Bailey, Director of Prisons of the N. C. Prison Department; Edgar R. Etter, Associate Superintendent of the Marion Correctional Institution, Marion, Ohio; Frank F. Kenton, Warden from the Federal Detention Headquarters in New York, and Executive Secretary of the National Jail

Association; Professor Walter Spearman of the U.N.C. School of Journalism; Reed Sarratt, Editor of the Winston-Salem Journal, Twin City Sentinel, and the Journal and Sentinel; and Dr. Ellen Winston.

Topic four, to be discussed Thursday morning, is phrased, "What procedures should be followed in admitting and releasing jail prisoners?" Matters covered will include descriptions and critical appraisal of methods for accepting prisoners, checking commitment papers, protecting security and sanitation, handling cash and property, fingerprinting and photographing, medical examinations, pre-release preparations, checking authority for release, and effecting the release of jail prisoners. The panel will be Ivan Creel; James L. Daniels, Warden of the New Orleans City Jail and Vice President of the National Jail Association; John S. Hord, Assistant Chief of Police of Charlotte; Robert Pleasants, Sheriff of Wake County; Walter N. Riddle, Chief Jailer of the Danville, Va., City Jail and Vice-President of the National Jail Association; and Martin E. Wyrick.

Topic five, which will be covered in the second part of the Thursday morning session, is "What are the causes and consequences of escapes and other breaches of jail security and how can they be prevented?" Escapes that have occurred will be analyzed by the experts. Consequences will be recounted. Practices and procedures that have been proven effective to prevent escapes and other security breaches will be discussed and will be demonstrated. The panel for this topic will include Robert A. Allen, Assistant Director of the N. C. Prison Department; William S. Brent; Roy Casey; Edgar R. Etter; Marvin Register, Sheriff of New Hanover County; and J. C. Runyan, Cleveland County Jailer.

Topic six is stated, "How can the jail administrator achieve the best balance of dollars and diet?" Shadrack T. Sale, Food Service Administrator of the Federal Bureau of Prisons, will demonstrate that it is practical and possible to prepare palatable, attractive, and balanced meals on a low cost budget.

Topic seven, scheduled Thursday afternoon, presents the question, "How should problem prisoners be handled?" This category comprises juveniles, females, psychotics, homosexuals, alcoholics, narcotic addicts, epileptics, and difficult disciplinary cases. The panel will be Harry K. Dorsett, Clin-

(Continued on page 5)

T.A. EARLY SERVES AS HEAD OF NATIONAL JAIL ASSOCIATION

Thomas Archibald Early, Inspector of Correctional Institutions for the State Board of Public Welfare and President of the National Jail Association, says of his present place of service: "I have never had a job quite so pleasant, quite so satisfying and worthwhile." In saying this he speaks as a man with a long and remarkable record of varied experience in law enforcement and related work.

Early entered law enforcement in 1911 when he joined the force of the Winston-Salem police department. He later became the department's first plainclothes man and also its first captain of police. His career in local law enforcement included a period as chief of police at Wilson, a period as chief of police and director of public safety at Roanoke Rapids, and a period as chief of police and director of public safety at Lenoir. That he was highly esteemed by his fellows is evident from the fact that he was elected President of the North Carolina Association of Police Officers, which post he held until he left local law enforcement work.

On the state level, Early first served as one of the original nine lieutenants of the State Highway Patrol. Subsequent service for the state included a position in which he was concerned with origin and destination of highway traffic, truck weights, and traffic counts. He was later director of a state-wide program of safe-driving schools sponsored by the Highway Patrol.

In addition to law enforcement and related work for state and local governmental units, Early has had many years of experience as security officer for commercial concerns. He was employed in this capacity by the Aluminum Company of America plant at Badin and by the Fairchild Aircraft Plant in Burlington (where he received citations and the Guidon Award for meritorious service from the U.S. Army). During World War II, he also served as Superintendent of Plant Protection for the Reynolds Metals Company, being responsible for three plants in New York and three in New Jersey.

After the war ended, this experience contributed to the selection of Early for the important position of



security officer at Oak Ridge. Here he directed the activities of 365 men concerned with maintaining the security of this area of atomic developments. While he was serving in this capacity, the position of Inspector of Correctional Institutions for the State Board of Public Welfare became vacant. Early was offered the position; he accepted the appointment and began a new phase of his career.

County commissioners, sheriffs, jailers, and others concerned with jails in North Carolina can testify to the vigor of Early's efforts and the helpfulness of his counsel in the promotion of improvements in jail conditions. During the past six years, 59 substandard town and city lockups and five county jails in this state have been closed. Seven new county jails have been built, nine have been remodeled, and sixteen have received major repairs. Money has been made available for four other new county jails. Fifteen town and city lockups have been extensively repaired and reconditioned. Security, safety, and housekeeping practices in jails have been improved across the state. It is no detraction from the work of others who have contributed to the achievement of this progress to attribute considerable credit to Early's persuasive powers and firm conviction that inhumane, unsanitary, and dangerous conditions must not continue to exist in the jails of North Carolina.

Jail Meeting

(Continued from page 4)

ical Psychologist of the N. C. State Board of Public Welfare; Hon. Willard I. Gatling, Judge of the Mecklenburg County Domestic Relations and Juvenile Court; Mrs. Elizabeth B. McCubbin, Superintendent of Women's Prison, Raleigh; Walter N. Riddle; Dr. Wiley B. Sanders, Professor of Sociology, University of North Carolina; and Mrs. Myrtle Wolff, Director of Child Welfare of the N. C. State Board of Public Welfare.

Topic eight on Thursday afternoon is phrased, "What can be done to meet the medical and health needs of jail prisoners?" The discussion will be directed toward clarifying legal requirements, exploring resources available, developing proper procedures, and stimulating thinking upon this troublesome question. The panel will be J. W. Emerson, Jr., Sheriff of Chatham County; Dr. N. T. Foster, Cumberland County Jail Physician; A. A. Privette, Chief of Police of Wilson; E. S. Swindell, Durham County Manager; Dr. Robert F. Young, Halifax County Health Officer; and Mrs. Bessie Zackery, Matron of the Buncombe County Jail.

Topic nine, also to be discussed Thursday afternoon, is "How can community resources be used to help jail administrators?" An effort will be made to find out what resources are available and what the requisites are for the constructive use of these resources. Major attention will be given to possibilities for reducing idleness in jails and raising the morale of the inmates. The panel will be Norman H. Butler, Jailer of the Cumberland County Jail; Dr. Arthur Fink, Dean of the School of Social Work of the University of North Carolina; Frank F. Kenton; Kenneth M. McIntyre, Head of the Bureau of Visual Education of the University of North Carolina; Nelson Stephenson, Consultant on Community Services of the N. C. State Board of Public Welfare; and Mrs. LaVina Wilson, Executive Secretary of the Prisoners' Aid Society, Dayton, Ohio.

Friday morning the Hon. Q. K. Nimocks, Jr., Superior Court Judge, Ninth District, Fayetteville, will discuss the question, "What are the legal rights of jail prisoners?" Their rights before trial and after conviction and sentence will be clarified.

AN OUTLINE OF NORTH CAROLINA'S PENAL-CORRECTIONAL SYSTEM

Scope of the System

North Carolina's penal-correctional system for adults convicted of criminal offenses includes a state probation system, a state prison system, and a state parole system. There is a separately administered system of probation for juvenile court cases. There is also a system of state correctional schools for delinquent minors from which they may be granted conditional releases analogous to paroles. In addition, every county and many municipalities in North Carolina operate lockups, jails, or other detention facilities.

Local Penal Institutions

Penal institutions operated by the counties and municipalities of the state number more than 100. These include jails and lockups and various institutions classified in the statutes as "houses of correction." Most of the local detention facilities are used primarily as places of confinement for persons accused of crime and awaiting trial. Some are used chiefly for the confinement of convicted persons sentenced for relatively short terms of imprisonment. Many have a few inmates serving sentences.

Every county is required by law to maintain a common jail. The boards of commissioners of the several counties must provide funds for jail maintenance and may provide for houses of correction. The boards are authorized to provide employment on county public works for prisoners not assigned to the state prison system, and to establish rules and regulations for the government of these prisoners and for the management of the county prisons. The sheriff is charged with the care and custody of the county jail; under the general law, he must either act as or appoint the keeper.

Any incorporated city or town in North Carolina may establish and operate a city or town jail or guard-house. Funds necessary for this purpose may be raised by taxation. Many municipalities do maintain jails or lockups operated by the police department.

State Prison System

Organization

From 1933 until 1955 administrative control of the state prison sys-



By
V. L. BOUNDS
Assistant
Director
of the
Institute of
Government

tem was vested in the State Highway and Public Works Commission. This commission consists of a chairman and 14 commissioners appointed by the Governor for terms of four years. The chairman is a full-time salaried official, charged as executive officer of the commission with the execution of its orders, and vested with its authority when the commission is not in session. The other commissioners are part-time officials so selected that each will be a resident of a separate division of the state.

Legislation enacted in 1955 transferred to the Director of Prisons most of the administrative powers and duties respecting prisons. Under this legislation the director is appointed by the State Highway and Public Works Commission with the Governor's approval for a four-year term overlapping that of the Governor by one year. The director can be removed by the commission, but only for cause after notice and hearing and with the Governor's approval. The director is vested with the power to hire and fire prison personnel subordinate to him. He also has the power to formulate the rules and regulations for the state prison system, subject to the approval of the Prison Advisory Council, the State Highway and Public Works Commission, and the Governor.

The Prison Advisory Council was created "for the purpose of promoting in the state prison system practices consistent with the best modern concepts and experience, directed toward the rehabilitation of prisoners." In addition to the Attorney General and the Commissioner of Public Welfare as ex officio members, the Prison Advisory Council is composed of a chairman and four other members appointed by the Governor for six-year staggered terms. The council is required to meet at least

semi-annually and may meet at other times at the call of its chairman.

Facilities

No other prison system in the United States has as many distinct units with facilities of permanent construction operating under a single central administration as there are in the North Carolina prison system. Eighty-five of the state's 100 counties contain at least one of the state's prison units.

Central Prison at Raleigh was established and is maintained in compliance with constitutional and statutory provisions requiring a penal institution centrally located to receive convicted felons sentenced to death or to imprisonment in the state's prison. It is a maximum security prison enclosed with masonry walls. Convicted felons sentenced to death are executed at Central Prison by the administration of lethal gas as required by law. Those sentenced to imprisonment are classified at Central Prison and either retained there or transferred to a more appropriate unit of the prison system. Central Prison can accommodate properly 750 inmates; it is crowded now with nearly 1,000 prisoners.

Women's Prison is located on the eastern edge of Raleigh. This institution provides quarters to which the courts of the state may assign women convicted of felonies or misdemeanors. But no woman may be committed to Women's Prison whose term of imprisonment is less than six months or who is under sixteen years of age.

Caledonia Prison Farm is located near the town of Tillery in Halifax County. Its 7,300 acres are capped by a curve of the Roanoke River, which presented a constant threat of flood prior to the erection of the John H. Kerr Dam. By far the largest and most productive farm in the prison system, this unit more than pays its way. Improvements authorized will increase its capacity from 275 to 450 inmates. It now receives selected male honor grade Negro inmates transferred from other units.

Camp Polk Prison Farm, on the western edge of Raleigh, has but 557 acres and is dependent upon other employment outlets for most of its inmates. Facilities here are being ex-

panded to increase its capacity from 225 to approximately 400 inmates. This unit receives male inmates requiring less than maximum security who need to be near Raleigh for one reason or another.

There are 86 camps in the prison system with brick fireproof inmate quarters of the open dormitory type. Fifty-eight are 100-man camps. The others vary in capacity from as few as 75 to as many as 225 inmates. These units will accommodate a total of 8,560 prisoners properly quartered. Camps are classified as close, medium, or minimum security units according to the type of inmates assigned to them. They are further classified according to the race, age, and criminal experience of their inmates. The staffing pattern varies with the classification of the camp.

Youthful first-term male offenders less than 25 years of age at the time of sentence are considered for transfer to a Youth Center after they work up to honor grade at another unit of the prison system. The Umstead Youth Center, located on the grounds of the state hospital at Butner, has a capacity for 100 white youthful first-term offenders. A similar unit located on the grounds of the state hospital at Goldsboro has a capacity for 60 Negro youthful first-term offenders. These two units are model minimum security institutions, both completed within the last three years.

Ivey Bluff Prison, completed this month, is a maximum custody unit located in Caswell County. It will accommodate 80 inmates. Those found to be trouble-makers at other units of the prison system will be sent to this unit.

This year an excellent modern prison sanatorium was completed at McCain with accommodations for both male and female prisoners suffering from tuberculosis. It replaces an inadequate structure that held only male prisoners.

Inmates

Male misdemeanants with sentences as short as 30 days may be committed to the state prison system. As a consequence the population of the system is now nearly 11,000, with the majority serving sentences of less than six months.

State Probation System

Organization

General supervision of the administration of probation in North Carolina, except cases within the jurisdiction of a juvenile court, is made

the responsibility of the State Probation Commission. This commission is composed of five members appointed by the Governor for five-year terms, so staggered that the term of one member expires each year. The commission elects a chairman from among its membership, meets at least once every quarter and on call of its chairman, formulates policies and sets personnel standards for the probation system. Members serve without compensation other than actual traveling expenses. The commission appoints, subject to the Governor's approval, a Director of Probation to serve as its executive secretary, and may appoint one or more assistants to the director.

The director appoints probation officers and clerical assistants, subject to the approval of the commission. He determines their assignments and directs their work. It is his duty to consult and cooperate with the courts in developing probation policies and to arrange conferences of probation officers and judges. By special appointment of the Governor, the director also administers the interstate compact for probation supervision.

Pre-sentence Investigations

When the services of a probation officer are available to the court, no defendant charged with a felony may be placed on probation or released under suspension of sentence until a written report of an investigation by a probation officer has been presented to and considered by the court. An investigation and written report is also required in other than felony cases unless the court directs otherwise in individual cases. The probation officer must inquire into the circumstances of the offense and the criminal record, social history, and present condition of the defendant. No recommendations either favoring or opposing probation are made by the probation officer unless specifically requested by the judge.

Placing on Probation

Placing an offender on probation is a judicial function exercised while the case is still in progress and before it has left the court. Whenever any person has been convicted or has entered a plea of guilty or nolo contendere for any offense, except a crime punishable by death or life imprisonment, the judge of any North Carolina court of record with criminal jurisdiction may suspend the imposition or execution of a sentence and place the defendant on probation, or the court may impose a fine and

also place the defendant on probation. The court imposes and may at any time modify the conditions of probation.

Supervision of Probationers

The probation officer must furnish to each person released on probation under his supervision a written statement of the conditions of probation and must instruct the probationer regarding those conditions. The officer must keep informed about the conduct and condition of his probationers. He is required to use all practicable and suitable methods, not inconsistent with the conditions imposed by the court or by the Director of Probation, to aid persons on probation to improve their conduct and condition.

Termination of Probation

The court determines the period of probation, which may not be more than five years. When a probationer completes his full period and complies with all the conditions established by the court, he is legally entitled to a discharge just as if he had served the sentence which was originally imposed.

At any time within the five-year limit, the court may continue or extend, terminate, or suspend the period of probation. However, before probation may be revoked, a formal hearing is required to ascertain whether or not the conditions have been breached. The court must cause probationers arrested for breach of the conditions of probation to be brought before it in or out of term. Upon finding that there has been a breach of the conditions, the court may revoke the probation and proceed as if there had been no probation. No credit is allowed for time served on probation; the offender may be required to serve the full sentence which was suspended.

Relations with Other Agencies

It is the duty of every city, county, or state official or department to render all assistance and cooperation within his or its fundamental power that will further the objectives of probation. The probation authorities are authorized to seek the cooperation of such officials and departments, and especially the aid of the county superintendents of public welfare and of the State Board of Public Welfare. It is the duty of the Director of Probation and the Board of Paroles to cooperate with each other. Each must make available to the other case records when requested; in cases of emergency, where time

and expense can be saved, each must provide the other with investigation service.

State Parole System

Organization

All power of paroles from prisons in North Carolina is vested in a Board of Paroles comprised of three full-time salaried members appointed by the Governor for staggered four-year terms. One member is designated by the Governor to serve as chairman. The Governor may remove any member but only for total disability, inefficiency, neglect of duty, or malfeasance in office. The Board of Paroles is authorized to employ an adequate staff of parole investigators, supervisors, and supporting personnel, and to prescribe their duties.

Parole Consideration

The Board of Paroles establishes the rules and regulations under which eligible prisoners may be considered for parole. All prisoners are eligible for parole consideration when they have served a fourth of their sentence, if their sentence is determinate, or a fourth of their minimum sentence if indeterminate. Any prisoner serving a life sentence becomes eligible for parole consideration when he has served ten years.

Under current practice cases come up for review automatically when a prisoner first becomes eligible and thereafter at certain intervals, depending upon the length of sentence. When a case is due for review, it is studied by a parole investigator who then presents it to the Board of Paroles. The board determines whether or not the case merits further investigation.

Release on Parole

While every prisoner is guaranteed a review and consideration on the merits of his case, nothing in the law makes mandatory the release of any prisoner on parole. The time of release on parole, if ever, is discretionary with the Board of Paroles.

Release Order

For many years before the establishment of the present parole system, prisoners were paroled under the supervision of the welfare officer in whatever county the parolee chose to reside. No particular officer was designated in the parole order. Now when a prisoner is released on parole the instrument must specify in writing the conditions of the parole, the place of residence of the parolee, the name and address of the party to whom the parolee is to report, and the time and places when and where the parolee must report.

Supervision

If the parolee is to reside within the state, the parole order specifies the parole supervisor and the county superintendent of public welfare in whose custody the parolee is released. County superintendents of public welfare are required by law to assist and cooperate with the Board of Paroles and parole supervisors in supervising parolees in their respective counties. The officers concerned receive a copy of the parole order and another copy goes to the Prison Department. The Prison Department provides transportation for the parolee to the office of the welfare unit involved. Here a welfare officer instructs the parolee concerning what will be expected of him and what he can expect in the way of supervision and assistance from the welfare officer and the parole supervisor.

The parole supervisor must maintain frequent contact with parolees under his custody and assist them in every possible way toward compliance with the parole conditions. Parole supervisors, jointly with welfare officers, hold periodic conferences with parolees, counseling them concerning any problems, and reporting to the Board of Paroles on the records of the parolees.

North Carolina is a party to a compact with other states for the reciprocal supervision of parolees. The Board of Paroles works cooperatively with the parole officials of other states in carrying out the provisions of the Uniform Act for Out-of-State Parolee Supervision.

Revocation

The Board of Paroles may at any time revoke the order of parole, whereupon the parolee is returned to the institution having custodial jurisdiction over him. The time the parolee was at liberty is not counted as time served on his sentence. The board may make the revocation conditional or for a temporary period in order to permit holding the parolee during the time necessary to determine whether the conditions of parole have in fact been violated. If a parolee is convicted of a new crime committed while on parole, his parole may be revoked and he may be subject to serve the remainder of his old sentence either concurrently with or after the completion of the sentence for the new crime.

Discharge

The parole period is usually from one to five years. The minimum period permitted by law is one year, but the Board of Paroles may relieve a

parolee from making further reports and may permit the parolee to leave the state or county, if fully satisfied that this is for the best interest of both the parolee and society. The parole period may be extended beyond five years if the Board of Paroles deems that a longer period of supervision is needed.

Executive Clemency

Power to grant reprieves, commutations, and pardons is vested in the Governor. But the Governor may require the Board of Paroles to assist him in the exercise of this power. However, these executive clemency functions are clearly distinguished from paroles over which the Board has completely independent authority.

State Correctional Schools

Organization

Administrative control of the state's institutions for the correction of delinquent minors is vested in the State Board of Correction and Training. The board is composed of nine voting members appointed by the Governor for six-year staggered terms and the Commissioner of Public Welfare as an ex officio member without voting power. The board must convene at least four times a year. It selects its own chairman and vice chairman from its membership. The board employs a full-time Commissioner of Correction and prescribes his duties, which include serving as secretary to the board. Superintendents of the several schools are selected by the board. The superintendents, with the assistance of the Commissioner of Correction, employ the personnel for their respective institutions.

Facilities

Institutions under the management of the Board of Correction and Training include: for white boys, the Stonewall Jackson Manual Training and Industrial School at Concord and the Eastern Carolina Industrial Training School at Rocky Mount; for white girls, the State Home and Industrial Training School (Samarcand Manor) at Eagle Springs; for Negro boys, the Morrison Training School at Hoffman; for Negro girls, the State Training School (Dobbs Farms) at Kinston.

Commitments

The correctional schools accept and train delinquent children under the age of 18 sent by judges of the juvenile court, or by judges of other courts having jurisdiction, providing such children are not mentally or physically incapable of being sub-

stantially benefited by the institutional program and the schools are in a position to care for them. However, no child may be sent to one of these institutions until the committing authority has received notice from the superintendent that such child can be received. Whether a qualified child shall be received is a matter for the discretion of the Board of Correction and Training.

Transfers

The Governor may order the transfer of any child under the age of 13 from any jail or prison in North Carolina to one of the state's schools for the correction and training of delinquent minors. When inmates of these institutions become ungovernable or exert an unwholesome influence upon other inmates, the Governor may order the troublesome inmates transferred to the state prison system.

Releases

Any child committed to a school for delinquent minors may be released or discharged at any time after commitment. The State Board of Correction and Training is authorized to grant conditional releases and may delegate this power to the superintendents of the various schools, to be exercised under rules and regulations adopted by the board. A conditional release does not affect a suspended sentence, a condition of which is that the offender be admitted to and remain at a designated training school.

Conditional releases may be terminated at any time by written revocation by the superintendent in accordance with the board's rules and regulations. The written revocation is sufficient authority for the apprehension and return of the child to the school.

Final discharge may be granted by the superintendent under the board's rules at any time after admission, and must be granted any inmate upon reaching his or her twenty-first birthday.

Supervising Agencies

State Board of Public Welfare

Some supervision over all penal-correctional institutions and services in North Carolina is exercised by the State Board of Public Welfare. This board is composed of seven members appointed by the Governor for six year staggered terms. One is designated by the Governor to act as chairman. They serve without pay other than their necessary expenses while in the performance of their duties.

The board is authorized to appoint a Commissioner of Public Welfare to act as executive head of the department and carry out the statutory powers and duties of the board subject to its control. Supervision of penal-correctional institutions by the State Board of Public Welfare is facilitated by making the Commissioner of Public Welfare an ex officio member of the Board of Correction and Training and of the Prison Advisory Council.

Powers and duties respecting state penal institutions. The State Board of Public Welfare is charged by law with responsibility for inspecting by its own members or by its employees the state's penal institutions, and for recommending changes and additional provisions deemed needful for their economical and efficient administration. The board may require reports from officers of the state's penal institutions on any matter relating to the inmates, their manner of instruction and treatment, facts concerning the structure of the buildings, and desired statistics.

Powers and duties respecting local penal institutions. All local confinement facilities are inspected regularly by an officer of the State Board of Public Welfare. An effort is made through suggestions and counseling to remedy substandard conditions where found. Conferences are held with city, county, and state officials and with judges and grand juries regarding jail conditions. Incidents of public concern occurring in jails are investigated. Particular attention is given to the problems of children and mental cases in jails. Recommendations are made for the closing or the limited use of jails that do not meet minimum standards. If inspections disclose inadequate care or mistreatment of prisoners, or that prisoners are being confined under conditions in violation of law, these findings must be reported in writing to the governing bodies of the county or municipality concerned. If the governing body fails to take action to correct the conditions reported, it is the duty of the State Board of Public Welfare to bring the matter to the attention of the appropriate superior court judge, who may initiate action looking toward inspection by a grand jury followed by judicial action stopping the flow of prisoners to institutions deemed unfit until defects are corrected.

Powers and duties respecting probation and parole. As previously

noted, the State Board of Public Welfare has a duty to cooperate with officials concerned with adult probation and parole. Planning for and supervising children released conditionally from a state training school are also important functions performed by the public welfare officers. The State Board of Public Welfare is closely concerned with juvenile probation. It establishes the regulations pursuant to which probation officers for the juvenile courts are appointed; its approval is required for the appointment or discharge of such officers by the juvenile courts. Juvenile court probation officers must make such reports to the State Board of Public Welfare as it may require. The county superintendent of public welfare is the chief probation officer of every juvenile court in his county and has supervision over the work of any additional officer appointed for any of those courts.

Closely related powers and duties. The State Board of Public Welfare has other powers and duties closely related to penal-correctional administration. It is the Board's duty to study the subjects of poverty, vagrancy, crime, and kindred problems and their causes, treatment, and prevention. It is also the board's duty to promote the welfare of and provide for placing and supervising dependent, delinquent, and defective children.

State Board of Health

The State Board of Health has general supervision over the sanitary and health conditions in all penal-correctional institutions. This board consists of nine members, four elected by the Medical Society of North Carolina and five appointed by the Governor. The board elects one of its members as president and two others to serve with the president as the executive committee. The board also elects a registered physician of this state to serve as its secretary-treasurer and executive officer with the title of State Health Officer. The Governor must approve the election of this officer.

The State Board of Health must make a regular annual inspection of all prison units, and other inspections when requested by the State Board of Public Welfare. A report of these inspections with suggestions and recommendations for the improvement of sanitary conditions in the units is made to the prison authorities. The board also has gen-

(Continued on page 11)

PROGRESS IS MADE IN IMPROVING COUNTY AND CITY JAILS

By EDWIN S. PRESTON, *Director of Publications and Information*
State Board of Public Welfare

They may have a place for you—in the county jail.

You had better hope it is at least a clean and decent place to stay until you can get released.

Suddenly and unexpectedly you may find yourself there—in one of North Carolina's county jails.

But, you say, you are not going to be put in jail; you are a pretty good citizen. The records show that many a good citizen has gone to jail.

Here are a few typical instances (you may be among them someday).

You are on an automobile trip far away from home and become involved in a serious accident where someone is injured. You do not have sufficient money with you to put up a bond and it may be impossible for you to contact any friend—into jail you go.

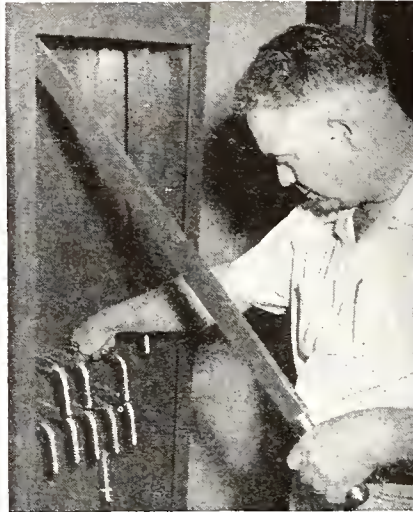
Or, you are in a distant community—you look like some person wanted by the authorities for a criminal offense in another state—you may be lodged in jail and held on suspicion until you can clear yourself by proper identification.

Or, you are a diabetic and driving your car while undergoing an attack which makes you drive erratically because of dizziness. Some officer puts you in jail for driving while intoxicated. You will stay there until the matter is straightened out.

Or, you may attend some gay party and drive home when you are actually under the influence of alcohol—you may land in jail and remain there until you clear up.

This sort of situation happens too frequently for the average good citizen to remain unconcerned about the conditions in North Carolina's jails. Fortunately much has been done and is being done to improve county and city jails in the state.

One example, among the larger county jails in the state, is the Forsyth County jail at Winston-Salem, the outstanding new jail built within the past few years. This facility has a capacity of 100 persons and has isolation cells on each of its three floors. There are separate quarters for juveniles, an adequate jailer's quarters, and one of the best equipped jail kitchens to be found anywhere.



Wayne County Jailer L. R. Cobb operates the controls for cell doors in his new jail.

One unusual additional feature of the Forsyth County jail is a separate entrance for cars which permits prisoners to be brought directly into a small structure and the outside doors closed before the prisoner is taken out of the car. Doors from this small structure lead directly into the reception office.

Built in 1953 at a cost of around \$400,000, the Forsyth County jail replaced a jail structure which was totally inadequate for the needs of the county. The old structure had been under criticism by the Grand Jury for several years.

One of the best of the older jails in the state is the Buncombe County jail built more than 30 years ago but with a foresight which makes the structure meet most of today's standards of good jail construction.

In November of 1954 Wayne County completed a new Wayne County Courthouse annex at Goldsboro which included a new two-story county jail. The jail contains six blocks of cells and will accommodate 66 prisoners. In addition, the structure has a separate section for juveniles, accommodating twelve. There are eight isolation cells. The jailer's office and quarters and the jail kitchen are on the ground floor. Each cell has individual toilet and lavatory.

Vance County recently built a new \$45,000 addition to an improved wing

of the jail they had, razing the oldest part of the jail.

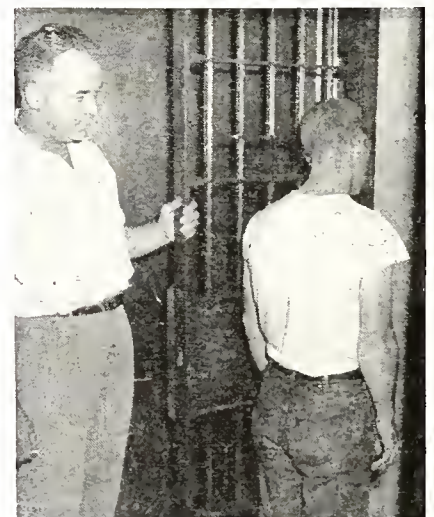
Perhaps the most outstanding recent remodeling job in jail construction was done in Hertford County at Windsor. Here the top story of the old structure was taken off and the whole first floor redesigned. Some isolation cells were added, also a six-room jailer's apartment. The jailer had previously lived two blocks away from the jail.

Two other outstanding jail improvements, among others which should be mentioned, are the new Gaston County jail at Gastonia and the new Robeson County jail at Lumberton.

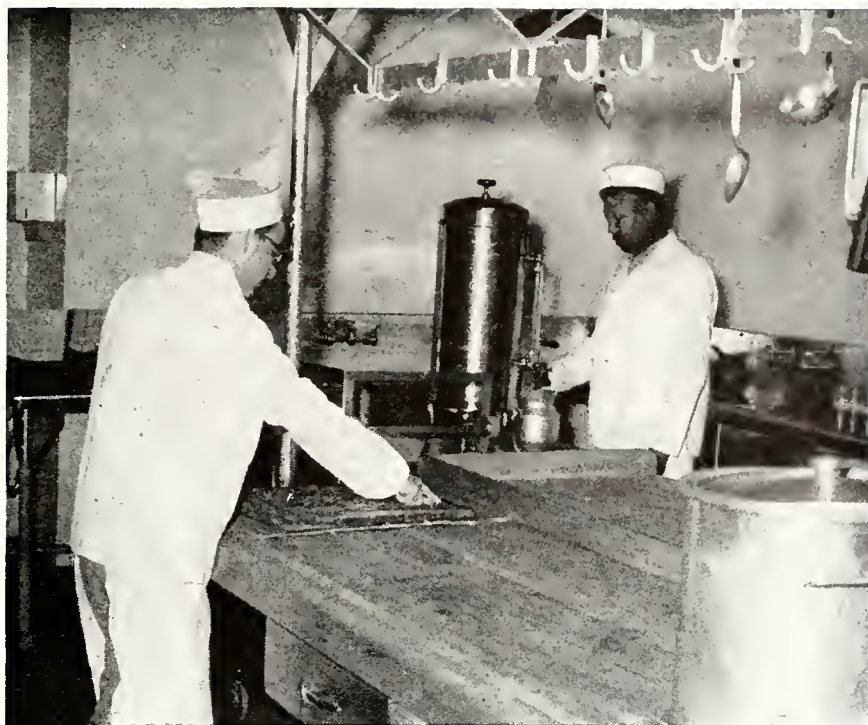
A town jail which has become one of the best small town jails in the state is the one recently completed at Lillington. The old building was completely remodeled, reconditioned and modernized. It now has six cells and is, according to one jail inspector, "just as modern as any small town jail to be found anywhere." This is an example of many others which have likewise been improved, though not all of them with as outstanding a result as was achieved at Lillington.

Over the past six years, here are some of the improvements that have been brought about, according to the records of the State Board of Public Welfare, which supervises these facilities under state law.

Eight new county jails have been



Jailer Cobb places a prisoner in solitary confinement.



The spotless kitchen of the new Wayne County jail.

built; nine county jails have been remodeled; 16 county jails have undergone major repairs and have been reconditioned; one new county jail is under construction; and three county jails are now in the blueprint stage with money available for completion of planned improvements. Sixteen new town and city jails have been built and 18 have undergone major repairs and reconditioning. One town jail is under construction.

Unsatisfactory jails in the state have been closed during this six-year period. A total of 59 town and city jails and five county jails have been closed.

The city and county jails of the state are inspected periodically by T. A. Early, inspector of correctional institutions for the State Board of Public Welfare. A full report of the conditions found in the jail including physical aspects, staffing, safety, food, cleanliness, etc., is made to the appropriate city or county officials after each inspection. Recommendations for improvement are a part of the report submitted. Personal conferences with sheriffs, jailers, county commissioners, and judges are frequent as progress is being made toward some needed improvement.

Dr. Ellen Winston, Commissioner of the State Board of Public Welfare, has this to say about the progress in jail improvement, "County, town, and city officials have cooperated in a way which has made the progress in jail construction and

improvement in North Carolina a matter of pride. Though not all county and city jails are yet brought up to the level they should be to meet modern standards, much progress has been made. The harmonious working relationships between the State Board of Public Welfare and the local officials give promise of continued improvement."

Penal-Correctional System

(Continued from page 9)

eral supervision over the sanitary and health conditions of the correctional schools, which it must examine periodically and report upon to the State Board of Correction and Training. The State Board of Health and the county health departments are responsible for making inspections of the sanitary conditions in jails and other local penal facilities.

Institute Schools

(Continued from page 2)

nersville; M. R. McIver, tax collector of Burlington; Warren Mann, director of public works of Raleigh; R. P. Pope, city clerk and treasurer of Burlington; Mrs. Mary C. Smith, city clerk and treasurer of Graham; A. E. Speas, superintendent of inspections of Winston-Salem; W. C. Stone, Jr., special student from Raleigh; C. P. Turner, town manager of Jamestown; E. J. Ward, Jr., town

clerk of Edenton; Joe White, supervisor of athletics of Winston-Salem; and W. J. Wilson, building and safety engineer of Southern Pines.

Registers of Deeds

Tazewell Eure, Gates County Register of Deeds, was elected President of the North Carolina Association of Registers of Deeds for the coming year at the group's annual convention in Chapel Hill on June 10-12. He succeeds Mrs. Margaret B. Moore, Register of Caldwell County. Over 80 registers and their assistants and deputies from 75 counties attended the conference.

An outstanding program was featured by the appearance of "guest experts" who led a series of discussions. Dr. J. A. Hamilton of the State Laboratory of Hygiene and Basil L. Sherrill, Burlington attorney, spoke to the group on marriage records and the acceptability of out-of-state health certificates for marriage license purposes. J. A. McMahon, assistant director of the Institute of Government, led a discussion of the register of deeds' function as clerk to the board of county commissioners, with particular emphasis on the keeping of minutes. Charles Boyd, Greensboro attorney, discussed procedures for cancelling instruments of encumbrance, and a panel of registers discussed methods of indexing property records. Royai Shannonhouse, assistant director of the Institute of Government, C. R. Council, chief of the vital statistics section of the State Board of Health, and Mrs. Wilma Stallings of the same department, used a special study by Mr. Shannonhouse on "Delayed Registration of Births in North Carolina" as the basis for a discussion of delayed registration problems and procedures; copies of the study were distributed to all present. Clifton Bumgarner, Burlington attorney, discussed problems in the registration and reproduction of plats and maps. In addition, legislative proposals were received and referred to the legislative committee for consideration.

Other new officers elected were Mrs. Rubye Rhyne of Gaston County, who advanced from Second Vice-President to First Vice-President; W. G. Massey of Johnston County, who advanced from Treasurer to Second Vice-President; D. G. Kinlaw of Robeson, Treasurer; and the Institute of Government, Secretary.

(Continued on page 13)

DURHAM LIKES SAFETY-CHECK

TRUE OR FALSE: Since North Carolina abolished its motor vehicle inspection program in 1949, nobody cares about auto safety inspection.

ANSWER: False.

During May, 92 North Carolina communities joined in the annual nation-wide voluntary safety-check program sponsored by the Inter-Industry Highway Safety Committee, *Look* magazine, and the National Safety Council. Durham had its first week-long test of free car inspections, and what Durham learned can give other towns an idea of the approach, the program, the success, and a few of the headaches to expect.

Ernie Greup (rhymes with step), program director for television station WTVD and a member of the Governor's Traffic Safety Committee, was named by Mayor E. J. Evans to act as Safety Coordinator. The City Council made non-tax funds available to purchase stickers and materials for building signs. Hillside High School's shop classes built frame arches to show the entrance to inspection lanes. The Air Force, Army, and Marine Corps contributed their services in delivering supplies and equipment, and in tabulating the number of cars checked and the types of defects found by the inspectors.

Publicity for the campaign was aimed at every driver from every direction. Three radio stations gave over 100 spot announcements every day. WTVD television filmed part of the pre-inspection training school, ran through a sample inspection in slow motion, and provided spot announcements. The Boy and Girl Scouts waged a telephone campaign to get their parents' friends and neighbors to have their cars checked. The schools cooperated in distributing thousands of mimeographed bulletins through pupils. Auto clubs and associations prepared handbills for service stations to give their customers. Department and grocery stores displayed maps giving the location of inspection lanes; and the newspapers and local bulletins ran advertisements, news stories, and pictures.

A one-afternoon training school for inspection lane personnel was conducted in the week before the lanes opened by Major Charles Speed and Sergeant Clark Teague of the State Highway Patrol. A few businesses held back from committing themselves to the program until the school was held; after it, they joined



By
DAVID J. SHARPE
Assistant
Director
of the
Institute of
Government

in and lent their men and their support generously. The North Carolina Automobile Dealers' Association and the Durham Service Station Association were behind the inspection program from the start.

The city's Traffic Engineering Department found locations for six inspection lanes around the outskirts of downtown Durham, near enough to the center of town to attract a maximum flow of traffic and placed where the streets were wide enough to accommodate moderate traffic congestion. The Police Department supplied patrolmen to direct traffic. The lines of cars waiting for inspection were short and moved quickly.

Two men performed the inspection. Inspectors were drawn from Durham businesses connected with the auto industry: dealer agencies, garages, service stations, suppliers, and tire

dealers. The inspectors could wear uniforms bearing their employers' names (some did); they could hand out safety booklets with the compliments of a business stamped on the cover (at least one did); but the inspectors were clearly told, "No sales pitches to the driver."

The inspectors were convinced that the program was good for motorists and good for business. One major auto dealer reported halfway through the second day of inspections that two motorists had already shown up with rejection slips from the lanes, and a third was just driving in. Several service stations brought their customers' cars down for a free safety checkup.

The national sponsors supplied two printed items at low cost: a card for checking off safety equipment and a windshield sticker for approved cars. No car got an "approved" sticker unless it passed these tests: brakes (hand and foot), headlights, rear lights (tail lights, turn signals, stop lights), steering gear (excessive play in the wheel), tires (alignment and general condition), exhaust system (muffler and connections), glass, windshield wipers, rear view mirror, and horn. All tests were made by eye and ear—no mechanical test equipment was used.



A safety-check lane in operation.

Photo by Charles H. Cooper, *Durham Sun*

The registrars, two for each lane, were women volunteers from a large number of women's organizations. Many of the registrars were housewives who let their dusting go for a morning; others got time off from their employers or acted as registrars on their days off.

A registrar from the Durham Women's Club commented, "The cars that have everything on the outside have the most wrong on the inside." Just being inspected was a middle-aged Chevrolet, polished to a blinding glare, and equipped with headlight hoods, wheel spinners, a loop-the-loop radio antenna, and dual exhausts. One parking light was burned out, the front tires showed serious misalignment, one windshield wiper didn't work, and the stop lights did not show in the daylight.

"People are really proud of their stickers," said Safety Coordinator Greup. "They drive by the lanes and toot their horns and point to the green stickers." Even more important, a large number of drivers whose cars were rejected the first time came back again and got stickers after they had their cars fixed. They didn't have to do that; there was no charge for the inspection. The only reason they came back was their own safety consciousness.

Over 1800 cars went through the lanes on the first day, and they kept coming through at a steady rate all week. Not all the cars inspected came from Durham. Chapel Hill sent some of its trucks over, and the lanes inspected cars from other towns and even from other states.

Was it worth it? "Sure," says Mr. Greup. "We'd do some things differently another time—offer prizes, for one thing. We may try to put on another safety check in the fall. Eventually, we may have a safety check every six months."

Is motor vehicle inspection dead in North Carolina? All these volunteers, businessmen, women, and motorists, who are outspoken, active citizens and voters, say "No, indeed."

Local Government Notes

Raleigh will open bids on July 2 on the proposed sale of its city hall property. If an acceptable bid is received, the bidder must place 10 per cent of his bid in escrow pending the approval by Raleigh voters of a bond issue to finance the building of a new city hall and the purchase of a city hall site. If the bond issue is ap-

proved, the successful bidder will secure possession not later than December 31, 1958. The city has indicated that it will not consider a bid of less than \$400,000.

Pinetops became a debt-free town in May when it paid off the last of its outstanding bonds several years ahead of schedule.

Following a revaluation of property in Carteret County **Morehead City** has lowered its tax rate from \$2.00 to \$1.60. Total property valuation within the city jumped from \$7,042,000 to some \$10,300,000 as a result of the revaluation.

Plymouth citizens are also facing a lower tax rate this year as a result of the Washington County revaluation last year. Plymouth's rate will drop from \$2.00 to \$1.80 this year.

Maiden voters have approved a \$125,000 sewer bond issue.

A smoke abatement ordinance, modeled after Charlotte's, has been passed by the City Council of **Gastonia**.

Charlotte will experiment with a no-parking plan for its main downtown streets during morning and afternoon peak traffic hours for 90 days beginning July 1.

Albemarle's city council has voted to increase water rates for residents outside the city as of July 1. The new outside rates will be double those for inside residents. At present, outside users pay 60 per cent higher rates.

High Point has engaged an engineering firm to make a study of water rates for the city.

An ordinance authorizing the issuance of \$39,000 in bonds to finance improvements in the town's water system has been approved by the Board of Commissioners of **Robbins**.

Durham has passed an ordinance forbidding the operation of carnivals and circuses within the city.

The issuance of \$10,000 in sanitary sewer bonds has been approved by the Board of Commissioners of **Hertford**.

Asheboro citizens have approved a bond issue of \$160,000 to finance street improvements.

ship committee, and Mrs. Eunice Ayers of Forsyth County was chosen chairman of the publicity committee.

In addition to the formal business of the convention, a hospitality hour, banquet, and dance were held. Edmund Harding of Washington, N. C., was the featured speaker at the banquet.

New Tax Supervisors

In 1953 the Institute of Government held its first week-long training school for new county tax supervisors. That experiment was so well received it was decided that such a course of instruction should be offered again this year. As a result of this decision the second school was held in Chapel Hill from May 14 through May 18.

As in the first course, the instruction was designed to acquaint those who attended with the fundamentals of tax listing and assessing. Starting with the tax provisions of the North Carolina Constitution and making a detailed study of the Machinery Act, for six hours of class work each day those who attended this school worked to learn the powers and responsibilities of their offices. Each night they prepared specific assignments in anticipation of the problems to be discussed the following day. Class periods opened with explanatory lectures and grew into open forum discussions of how best to administer the laws governing tax listing and assessing.

Each member of the class was assigned responsibility for making an examination of three selected examples of real property for assessment purposes. After looking at these properties each member of the class was permitted to interview the instructor who posed as the owner, so that matters that could not be learned from a physical examination of the property could be ascertained. When the school was completed each participant's work in this project was analyzed and commented on for whatever use it might be to him.

All who enrolled in this course attended consistently. The list is interesting in view of its wide geographic spread. Certificates were awarded to the following persons: Burke: Richard M. Perkins; Forsyth: Fred C. Perry, C. R. Schultz; Granville: I. W. Bullock; Hoke: John W. McPhaul, Archie M. Byrne; Lee: William L. (Continued on page 15)

Institute Schools

(Continued from page 11)

Mrs. Jane Holland of Craven County was named chairman of the fellow-

Books of Current Interest

State Government

TEXAS GOVERNMENT. By Stuart A. MacCorkle and Dick Smith. New York 36: McGraw-Hill Book Company, Inc., 330 W. 42 Street. 3rd edition, 1956. \$5.00. Pages 522.

Texas Government has long been known as one of the better works on state government in the United States. The third edition gives full recognition to changes which have taken place in Texas state and local government since the first two editions appeared. Materials have been rearranged, a chapter on the regulation of business and professional activities has been added, and other chapters have been very largely rewritten. Greater emphasis has been placed on the administrative aspect of the subject, and those chapters dealing with finance extensively revised.

THE GOVERNMENT AND ADMINISTRATION OF GEORGIA. By Cullen B. Gosnell and C. David Anderson. New York 16: Thomas Y. Crowell Company, 432 Fourth Avenue. 1956. \$4.95. Pages 403.

This volume is a comprehensive and authoritative reference work covering all phases of the government and administration of the state of Georgia. The work includes chapters dealing with state and local planning, county government, municipal government, and intergovernmental relations. The student of state government, as well as various officials throughout the South, will find this volume a valuable source of up-to-date information.

CAPITOL, COURTHOUSE AND CITY HALL: READINGS IN AMERICAN STATE AND LOCAL GOVERNMENT. By Robert L. Morlan. Boston 7: Houghton Mifflin Company, 2 Park Street. 1954. \$3.00. Pages 346.

Metropolitan Problems

METROPOLITAN LOS ANGELES: A STUDY IN INTEGRATION, XVI—THE METROPOLIS: IS INTEGRATION POSSIBLE? By Edwin A. Cottrell and Helen L. Jones. Los Angeles 14: The Haynes Foundation, 916 Consolidated Building. 1955. \$2.50. Pages 116.

THE METROPOLIS IN MODERN LIFE. Edited by Robert M. Fisher. New York 22: Doubleday & Company, Inc., 575 Madison Avenue. 1955. \$6.00. Pages 401.

FINANCING METROPOLITAN GOVERNMENT: A SYMPOSIUM CONDUCTED BY THE TAX INSTITUTE. Princeton, New Jersey: Tax Institute, Inc., 467 Nassua Street. 1955. \$5.00. Pages 295.

THE GOVERNMENT OF METROPOLITAN MIAMI. Chicago 37: Public Administration Service, 1313 East 60th Street. 1954. \$5.00. Pages 194.

Juvenile Delinquency

TOWARDS AN UNDERSTANDING OF JUVENILE DELINQUENCY: A STUDY OF 8,464 CASES OF JUVENILE DELINQUENCY IN BALTIMORE. By Bernard Lander. New York 27: Columbia University Press, 2960 Broadway. 1954. \$3.00. Pages 143.

DELINQUENCY IN OUR DEMOCRACY. By Richard E. Harris. Los Angeles 8: The Author, Box 8563. 1954. \$3.50. Pages 160.

Police Administration

THE POLICEMAN'S MANUAL. By Carl Vollmer. New York 17: ARCO Publishing Company, 480 Lexington Avenue. 1954. \$2.50. Pages 113.

MEDICAL AND SCIENTIFIC INVESTIGATIONS IN THE CHRISTIE CASE. By Francis E. Camps. New York 11: The Macmillan Company, 60 Fifth Avenue. 1954. \$5.00. Pages 244.

Criminal Law

MENTAL DISORDER AS A CRIMINAL DEFENSE. By Henry Weihofen. Buffalo: Dennis & Company, 251 Main Street. 1954. \$20.00. Pages 530.

Courts

MILITARY TRIBUNALS AND INTERNATIONAL CRIMES. By John Alan Appleman. Indianapolis: The Bobbs-Merrill Company, Inc., 724 Meridian Street. 1954. \$8.00. Pages 421.

JUDGE AND PROSECUTOR IN TRAFFIC COURT. Chicago 37: The American Bar Association and The Traffic Institute, 1155 East 60th Street. 1951. \$5.50. Pages 345.

Probation

PRISON, PROBATION OR PAROLE? A PROBATION OFFICER REPORTS. By Paul W. Keve. Minneapolis: University of Minnesota Press. 1954. \$3.75. Pages 263.

Local Government

HANDBOOK FOR COUNCILMEN IN COUNCIL-MANAGER CITIES. Chicago 37: International City Managers' Association, 1313 East 60th Street. 1955. \$2.00. Pages 48.

THE GOVERNMENT OF DALLAS COUNTY, TEXAS. By John M. Claunh. Dallas: Southern Methodist University Press. 1954. \$4.00. Pages 217.

A HANDBOOK FOR LIBRARY TRUSTEES. By Marian Manley Winsor. New York 36: R. R. Bowker Company, 62 West 45th Street. 1955. \$3.00. Pages 114.

Miscellany

THE A.I.A. STANDARD CONTRACT FORMS AND THE LAW. By William S. Parker and Faneuil Adams. Boston: Little, Brown & Co., 34 Beacon Street. 1954. \$7.50. Pages 143.

This slim volume will be of interest primarily to city attorneys and others involved in the "business end" of constructing new governmental facilities. It sets forth standard forms for dealing with architects and contractors and discusses the legal effects of each provision therein.

SELECTING SUPERVISORS FOR THE PUBLIC SERVICE. By John M. Pfiffner and others. Chicago 37: Civil Service Assembly, 1313 East 60th Street. 1955. \$2.00. Pages 25.

LEGISLATIVE DRAFTING. By Reed Diekerson. Boston: Little, Brown and Company, 34 Beacon Street. 1954. \$4.95. Pages 149.

PROBLEMS AND POLICY IN PUBLIC ASSISTANCE. By Hilary M. Leyendecker. New York 16: Harper & Brothers, 49 East 33d Street. 1955. \$5.00. Pages 400.

ONE RIVER—SEVEN STATES. By Elliott Roberts. Knoxville: University of Tennessee, Bureau of Public Administration. 1955. \$1.50. Pages 100.

MICHIGAN'S RECOUNTS FOR GOVERNOR, 1950 AND 1952: A SYSTEMATIC ANALYSIS OF ELECTION ERROR. By Samuel J. Eldersveld and Albert A. Applegate. Ann Arbor: University of Michigan Press. 1954. \$2.75. Pages 178.

NORTH CAROLINA GUIDE. Edited by Blackwell P. Robinson. Chapel Hill: The University of North Carolina Press. 1955. \$5.00. Pages 649.

URBAN SOCIOLOGY. By Egon E. Bergel. New York 36: McGraw-Hill Book Company, Inc., 330 West 42d Street. 1955. \$6.50. Pages 558.

AMERICAN INDUSTRIES. By Stanley Vanec. New York 11: Prentice-Hall, Inc., 70 Fifth Avenue. 1955. \$8.65. Pages 626.

APPLIED GENERAL STATISTICS. By Frederick E. Croxton and Dudley J. Cowden. New York 11: Prentice-Hall, Inc., 70 Fifth Avenue. 1955. \$9.00. Pages 843.

MARKHAM'S NEGLIGENCE COUNSEL: ANNUAL DIRECTORY OF SELECTED NEGLIGENCE & WORKMEN'S COMPENSATION ATTORNEYS. New Haven 10: Markham Publishing Corporation, 265 Church Street. 1955. Pages 220. Price?

SECURITY FOR ALL AND FREE ENTERPRISE. Edited by Henry I. Wachtel with an introduction by Albert Einstein. New York 16: Philosophical Library, Inc., 15 East 40th Street. 1955. \$3.00. Pages 162.

TRIAL BY ORDEAL. By Caryl Chessman. New York 11: Prentice-Hall, Inc., 70 Fifth Avenue. 1955. \$3.95. Pages 309.

Institute Schools

(Continued from page 13)

Bishop; Lincoln: Blair Abernethy; McDowell: G. Watson Wilson; New



School for County Accountants, April 24-26.

Hanover: Mrs. Mae Stuart; Pender: Mrs. Esther Padgett; Stanly: Ernest G. Plyler; Wayne: Warren E. Hood. M. L. Laughlin and Allen Lee Harrell from Edgecombe County attended two of the sessions dealing with matters in which they were particularly interested.

Municipal Finance Officers

The annual school for municipal finance officers was held by the Institute of Government from May 9 to 11. More than 30 people from 23 cities and towns attended.

Among the topics discussed were the following: (1) accounting for fixed assets and bonded debt; (2) measuring the costs of extending municipal services; (3) the limitations on the power of municipalities to make contracts; (4) the power of municipalities to incur debt; (5) some problems concerning the power of municipalities to make donations to charitable and other community organizations, and (6) the experience of other states, with new sources of revenue.

The North Carolina Public Finance Officers Association held its semi-annual meeting during the school. President H. L. Crowe, High Point, appointed a Legislative Committee composed of D. H. Umstead, Durham; H. H. Duncan, Greenville; and E. H. McGregor, Laurinburg, to study a number of suggestions and report to the fall meeting of the Association, held in conjunction with the convention of the North Carolina League of Municipalities in Asheville, October 21 to 23.

County Accountants

Over 50 accountants, commissioners, and attorneys from around 40 counties attended the annual school for county accountants held by the Institute of Government from April 24 to 26.

Among the topics discussed were the following: (1) accounting for school funds; (2) accounting for welfare funds; (3) legal requirements on the making of contracts; (4) the power of counties to spend money for miscellaneous purposes; (5) financial relationships between boards of county commissioners and other independent boards and elected officials; and (6) the procedures under the old age assistance law of interest to accountants.

At the conclusion of the school, the State Association of County Accountants held a business meeting. At that meeting the following were appointed to the Legislative Committee to prepare a legislative program for submission to the convention in August: J. C. Ellis, Nash; C. Bryan Aycock, Wayne; and H. R. Gray, Pitt. As in past years, the accountants will meet in convention with the State Association of County Commissioners. The convention is scheduled for Winston-Salem from August 12 to 15.



School for Municipal Finance Officers, May 9-11.

Warden Bailey Elected To Prison Association Post

Warden Kenneth Bailey of Central Prison was elected Vice-President of the Southern States Prison Association at its fifteenth meeting held in April at Baltimore, Maryland. The Southern States Probation and Parole Conference was held at the same time and place. States represented included Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, North Carolina, South Carolina, Oklahoma, Tennessee, Texas, Virginia, West Virginia, and Mississippi. Delegates from North Carolina contributed considerably to the success of these meetings.

J. D. Beaty, North Carolina's Director of Probation, was a member of the committee that planned the programs dealing with adult probationers and parolees. Director Beaty also presided at a session devoted to the discussion of "Adult Probation and Parole Procedures." Garland B. Daniel, North Carolina's Assistant Director of Probation, was Chairman of the Committee on Resolutions, and Dr. Clarence H. Patrick, Chairman of the North Carolina Board of Parole, was a member of the Committee on Time and Place for the Probation and Parole Conference. Dr. Patrick also participated in the hearing of a hypothetical case as a member of a board composed of members of parole boards in several of the southern states. Wallace Kuralt, Chief Probation Officer, Mecklenburg County Department of Public Welfare, led a discussion on the "Use of Other Agency Resources in Juvenile Probation and Parole." James A. Stutts, State Probation Officer, New Bern, N. C., spoke on "Developing Public Relations."

Kenneth Bailey presided as Chairman at a session of the Prison Association where Lee Bounds, assistant director of the Institute of Government, spoke on "Inmate Employment—Key to Correctional Reorganization in North Carolina." Robert A. Allen, Assistant Director, North Carolina Prison Department, and past Secretary-Treasurer of the Southern States Prison Association, participated in a panel discussion on the "Value of Correctional Camps." Dr. Patrick spoke to the Prison Association on "How the Institutional Program Affects Parole—From the Viewpoint of a Parole Board Member."

N.C. Officials Participate In National Parole Conference

Upon the recommendation of the National Probation and Parole Association and the United States Board of Parole, the Attorney General of the United States, Herbert Brownell, Jr., called a National Conference on Parole in April. The conference had a threefold purpose: (1) to evaluate existing parole standards and practices; (2) to promulgate and publish manual and guide material on parole principles and practices which will be of practical value to public officials and citizen leaders in the improvement of their parole systems; (3) to focus nationwide attention upon the importance of parole in the control of delinquency and crime. Publications resulting from the conference deliberations will be prepared by the National Probation and Parole Association.

In order to accomplish the purpose of the conference in a three day period, attendance was limited and the delegates were assigned to working sections small enough to permit all to participate in the discussion and agreements reached. Workshop reports were submitted to the Conference Assembly through workshop editorial committees. All delegates were free to participate in the discussion of the reports at the Assembly meeting. Final action on the reports was taken by the conference voting delegates.

Dr. Clarence H. Patrick, Chairman of the North Carolina Board of Paroles, participated in the conference as a voting delegate and as Chairman of Workshop III on the Parole Board Structure. Johnson Matthews, member of the North Carolina Board of Paroles, participated as a voting delegate assigned to Workshop V on Parole and Public Relations. Lee Bounds, assistant director of the Institute of Government, participated as a delegate at large assigned to Workshop II on Sentencing and Parole Laws.

In order to effect the reformation of imprisoned criminals, there must be not only a sincere desire and intention to that end, but a serious conviction, in the minds of prison officers, that they are capable of being reformed, since no man can heartily maintain a discipline at war with his inward beliefs . . .

—From Declaration of Principles, American Prison Association, 1870; Revised and Reaffirmed at the Sixtieth Annual Congress of the American Prison Association, 1930



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